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ABSTRACT

A nationwide task force was formed to assess the effectiveness of the Carl D. Perkins Vocational Education Act since its passage in 1984 and to determine how it could be improved. After examining the past and present role of the Federal Government in vocational-technical education (VTE) in the context of current and future needs for VTE, the task force concluded that the dual federal goals of quality and access (which largely shaped the provisions of the Perkins Act) are still valid. The task force therefore recommended that the reauthorization of the Perkins Act promote improvements in the quality of programs, especially for those with special needs who do not now have access to high-quality programs. The task force further concluded that the integration of vocational and academic curricula should be supported and encouraged, that changes in VTE should be tied to major education reform efforts, and that the impact of VTE in addressing social and economic issues through collaborative interagency programs should be expanded. This five-part report presents 5 major objectives of the federal role in vocational-technical education and 11 specific recommendations for a reauthorized vocational-technical education act, discusses the context of the recommendations, discusses federal statutes related to the Perkins Act, and describes the procedures followed in formulating the recommendations. (MN)

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RECOMMENDATIONS FOR A VOCATIONAL TECHNICAL EDUCATION ACT

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The Council of Chief State School Officers (CCSSO) is a nationwide non-profit organization of the 57 public officials who head the department of public education in every state, the District of Columbia, five extra-state jurisdictions and the Department of Defense Dependents Schools. CCSSO seeks its members' consensus on major education issues and expresses their views to civic and professional organizations, to federal agencies, to Congress, and to the public. Through its structure of standing and special committees, the Council responds to a broad range of concerns about education and provides leadership on major education issues.

Because the Council represents the chief education administrator in each state, territory and overseas school, it has access to the educational and governmental establishment in each state, and the national influence that accompanies this unique position. CCSSO forms coalitions with many other education organizations and is able to provide leadership for a variety of policy concerns that affect elementary and secondary education. Thus, CCSSO members are able to act cooperatively on matters vital to the education of America's young people.

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RECOMMENDATIONS FOR A VOCATIONAL TECHNICAL EDUCATION ACT

INVITATION

1989 is an important year for review of the federal role in vocational technical education, particularly reauthorization of the Carl D. Perkins Vocational Education Act. To inform the Administration and the United States Congress of recommendations for the reauthorization, the Council of Chief State School Officers has prepared this report. It is the work of the CCSSO Task Force on Vocational Education Act Reauthorization, which was presented to the Council's Committee on Legislation and approved by the Council membership at the Annual Meeting, November 1988.

The report has five sections, beginning with a conception of the federal role and the recommendations for reauthorization. The context from which these recommendations flow and the backdrop of rationale and statutory reference follow. The report concludes with a note about Task Force membership and procedures.

The heart of the report is in the recommendations. We urge their careful review and acceptance.

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THE FEDERAL ROLE IN VOCATIONAL TECHNICAL EDUCATION

One of our Nation's most critical challenges is to reshape production and services for a global economy. To realize a strong national economy and economic independence for all Americans, our workforce must be prepared for new jobs and different ways of working. Public and private sectors must work together to: 1) enable our youth to develop the talents and skills necessary to become capable, creative, and disciplined employees; and 2) retrain adult workers to respond to changes in the work place and the economy. These tasks must be accomplished in the context of rapidly changing technologies and changing demographics in our workforce—a larger proportion of which will be women and minorities of diverse linguistic and cultural backgrounds.

Virtually all youth enrolled in education are preparing for productive employment. The routes, however, may be varied, involving academic and occupational skills for individuals seeking immediate entry to jobs, or higher education and professional training for others whose goals require higher skill training. To fulfill the majority of demands and expectations for initial employment, as well as an ongoing need for adult retraining and reentry skills, the system of vocational technical education (VTE) in the United States provides a wide range of training opportunities encompassing:

- pre-vocational activities and career education at the middle school level;
- programs at the secondary school level to develop broad occupational competencies or specific skills, as well as the introduction or reinforcement of academic subjects in an alternative setting; and
- organized programs and work-related experiences leading to entry, retraining, or reentry into a trade or profession not requiring a baccalaureate degree.

The VTE system has the existing infrastructure for training and retraining a significant portion of the workforce and supplying government, business, and industry with dynamic, capable workers. It is an essential resource for promoting a viable U.S. economy. It provides the base for carrying out initiatives such as the Job Training Partnership Act and welfare reform. The VTE system offers a practical, applied style of learning that is best suited to the needs of many students and adults. It is an essential part of a diverse education system which addresses national needs and individual interests, learning styles, and goals.

The Federal Role in Occupational Training

The federal government has a broad role in occupational training through statutory grant programs, predominantly through the Carl D. Perkins Vocational Education Act and the Job Training Partnership Act, as well as through many federal agency direct training activities, notably in the Department of Defense. This mission statement focuses on the federal role currently being carried out through the Perkins Act.

Although federal support for occupational training programs can be traced to the 19th century, modern federal aid to vocational technical education began with the Vocational Education Act of 1963. This landmark legislation provided block grants, on a dollar-for-dollar matching basis, to states and localities as seed money to build a national system of VTE. The original purpose of the statute has been achieved: We have a strong infrastructure of VTE programs nationwide, and state and local resources exceed the federal matching requirement by about $12 for every federal dollar spent.

As the national system of VTE expanded in the late 1960's through the 1970's, the focus of federal support shifted to quality of programs and access to such programs for individuals with special needs, i.e. the disadvantaged, the handicapped, adults, women, minorities, and persons lacking proficiency in English. Over the years the Act was amended to reflect this dual federal role by 1) maintaining a block grant to enhance the quality of programs through "program improvement", and 2) earmarking specific percentages of the block grant in each state for special needs populations.

Incorporation of the dual federal goals in VTE —quality and access— was central to the major reauthorization of the Vocational Education Act in 1984, which was named after the former Chairman of the House Education and Labor Committee, Carl D. Perkins. The Perkins Act earmaked 57% of the basic grant to each state for the excess costs of serving populations with special needs and supplemental services to enhance their access to programs. Within this 57%, specific percentages of funds were set aside for each special population to be served. The remaining 43% of the basic grant was directed to the improvement of programs.

Our recommendations are based on the premise that the federal role in VTE should continue to focus on these dual goals — to improve the quality of programs and stimulate access and success for individuals with special needs in such programs. Five broad objectives form the framework for our recommendations for modifying the Perkins Act.

OBJECTIVES OF THE FEDERAL ROLE IN VOCATIONAL TECHNICAL EDUCATION

1. **Promote improvements in the quality of programs, especially for those with special needs who do not have access to high quality programs.**

   Vocational technical education should be:

   a) based on standards of excellence, effectiveness, and accountability;

   b) well-integrated with the total curriculum;

   c) responsive to technological advances and current and projected occupational needs through job-related training experiences; and

   d) composed of a progression of programs and competencies across levels of training and training providers through improved articulation efforts.

2. **Support and encourage integration of vocational and academic curricula.**

   Quality vocational technical education develops academic, employability, and occupationally-specific skills through integrated programs that prepare a literate, productive, and flexible work force. Such vocational technical education programs assure that:

   a) students achieve a high level of proficiency in core academic skills;

   b) curricula and instruction reinforce, support and complement, through practical application, core academic skills; and

   c) students are provided a systematic and sequential program progression through collaboration, coordination, and articulation of various levels of vocational and academic instruction.

3. **Assure vocational technical education opportunities of the highest quality are available and accessible to all.**

   Minorities, women, the handicapped, and/or individuals who are economically disadvantaged, limited English proficient, or incarcerated should have full access to all facets of high quality vocational technical education. Participation in quality VTE should result in tangible outcomes, such as staying in school, moving from a secondary to postsecondary program, or making the transition from school to work, for all students served.

   To achieve these goals, the following barriers to access and success must be systematically addressed and overcome:

   a) basic skill deficiencies and inadequate prior education of students and inappropriate program entrance criteria;

   b) lack of access to challenging programs, trades, professions, emerging fields and advanced training due to discrimination, lack of information, or lack of proximity to work and training sites;

c) geographical limits and inadequate transportation to quality occupational training and work-related experiences;

d) inadequacies in the supply of qualified and well-trained staff, materials, and curricula for appropriate skill development and occupational preparation; and

e) limited financial resources of states and localities which impair their ability to provide or support quality occupational training.

4. **Assure that vocational technical education changes are related to major education reform efforts and respond to national education and training priorities and regional economic needs. To this end, there should be incentives to:**

a) incorporate VTE reforms with other national and state education reform efforts;

b) assure that VTE content and instructional methods more fully reflect new and emerging technologies;

c) increase the flexibility of how and where vocational technical education is provided; and

d) connect VTE with state and federal job training programs and with business and industry.

5. **Expand the impact of vocational technical education in addressing social and economic issues through collaborative interagency programs.**

Vocational technical education can and should be a catalyst to bring multiple services and providers together to address national, state and community issues of common concern. Collaboration among public and private sectors through interagency coordination in areas such as welfare reform and drug abuse prevention is necessary to achieve this goal.

RECOMMENDATIONS FOR A REAUTHORIZED VOCATIONAL TECHNICAL EDUCATION ACT

Recommendation #1: Focus federal support under the Perkins Act on vocational technical education programs that meet the requirements of new and emerging technologies and a changing workplace.

The title of the Perkins Act should be changed to the "Carl D. Perkins Vocational Technical Education Act." The definition of "vocational education" in the current Act should be replaced with a new definition of "vocational technical education" which includes this central meaning:

> Vocational technical education means organized educational programs which are directly related to the preparation of individuals in paid or unpaid employment in current or emerging occupations requiring other than a baccalaureate or advanced degree. Such organized educational programs shall include competency-based applied learning which contributes to an individual's academic knowledge, higher-order, reasoning and problem-solving skills, work attitudes, general employability skills, and the occupational-specific skills necessary for economic independence as a productive and contributing member of society.

Recommendation # 2: Increase Perkins Act funds directed to improving the quality of programs to meet the identified needs of, and achieve tangible results for, special populations.

The Perkins Act provides a grant to each state, of which 57% must be allocated for programs and activities that enhance vocational education opportunities for special populations and 43% for program improvement. The funds allocated for vocational education opportunities may be used to pay the excess cost of providing services to special populations beyond what is spent on other students and for supplemental services to enable these individuals to participate. The funds may not be used to improve the programs which serve special populations.

To assure that programs serving all populations are of the highest quality, the allocation for program improvement should be increased, with an assurance that current funding levels for special populations would be maintained at least at FY 1989 levels. New monies provided for the basic grants to states in FY 1990 and thereafter should be directed to improve programs which serve high concentrations of students identified as having the greatest unmet need. The programs most in need of improvement would be identified in the needs assessment each state is required to perform. Additional funds would be used solely for activities to improve such programs to assure they meet specific goals established in the state plan.

Recommendation #3: Provide resources and require states to establish objective criteria and minimum standards to assess the quality of VTE programs and the needs of special populations and to set measurable goals in the state plan for improving programs and meeting identified needs.

Under the Perkins Act, states are currently required to assess the quality of programs and the needs of special populations. These provisions should be expanded to require the use of objective criteria and standards of competency in performing the needs assessment. Based on these criteria and standards, state plans should include specific goals for improving programs and increasing vocational education opportunities and outcomes for special populations. Program accountability should be tied to these criteria and standards.

Recommendation #4: Provide for systematic data collection, research, and evaluation of promising practices and models and of the role of VTE in student achievement, attainment and work productivity.

Provisions for data collection and research in the Perkins Act should be strengthened to enable national and state monitoring of progress toward program improvements, availability of programs to diverse

populations, and outcomes of participation in terms of academic achievement and employment. Specifically suggested are:

- Authorization and funding of a state cooperative vocational education data project to develop more feasible and usable national and state data. Implementation of national data require ments should begin one year after enactment to enable collaboration with the states on the data elements. Results should be published within two years of the date of enactment, and annually thereafter.

- Annual submission of a national research agenda for VTE to Congress by the Secretary of Education, in conjunction with the budget process and in coordination with the broader education research agenda. The agenda should be made available for public comment in the *Federal Register*.

- Solicitation of research proposals, and acceptance of meritorious unsolicited proposals, by the Secretary from individuals at community colleges, state advisory councils, and state and local education agencies. The provisions requiring the Secretary to give preference to proposals from postsecondary institutions should be eliminated.

- Extension of the requirement for a national assessment of programs, providing for preliminary reports to Congress in January and July of 1993 and a final report by January 1, 1994 (assuming a 5-year reauthorization).

Recommendation #5: Support the training and retraining of both academic and vocational staff and counselors to better integrate the respective teaching strategies and curricula toward a goal of preparing all students for full participation in society, the economy, and the democratic process.

The current Act should be amended to specifically authorize use of state program improvement funds for training and retraining academic staff and counselors in the promising practices and methodologies that derive from both fields, and in the effective integration of curricula that results in a comprehensive, sequential program. Funds should be authorized and appropriated for training and retraining activities that assure all students have access to:

- teaching techniques that match learning styles, particulary the development of knowledge and skill through concrete experience and practical applications;

- a well-integrated curricula that encompasses core academic, higher order, and employability skills;

- preparation to enter a range of postsecondary educational and occupational options.

Provisions should also be added to support retraining of vocational technical personnel in modern instructional techniques, specific occupational skills, and new technologies.

Recommendation #6: Provide an incentive under the Perkins Act for welfare recipients to receive education and training services required by the Family Support Act of 1988 (welfare reform) through vocational education.

A new authorization should be added to the Perkins Act for funds to SEAs in states that make a commitment, as part of their Job Opportunities and Basic Skills (JOBS) program under the federal welfare reform program, to develop new vocational education services to fulfill the education and training requirements of the Act. These provisions should be coupled with JTPA so that vocational education programs have the flexibility to operate programs from multiple funding sources.

Recommendation # 7: Allow states the flexibility to address the needs of special populations according to the relative numbers of individuals to be served and their degree of unmet need.

The current Act requires the state basic grant to be divided among the special populations, including the disadvantaged, adults in need of training and retraining, the handicapped, single parents and homemakers, individuals in programs to eliminate sex bias and stereotyping, and criminal offenders in correctional institutions, as well as for program improvement. Because the numbers and needs of a particular special population may vary widely among states, each state plan must include assessment of the representation of special populations in the state, their unmet needs, and identification of resources to be allocated to meet those needs. The Secretary of Education should be authorized to approve state allocation of resources on the basis of the needs assessment in the state plan.

Recommendation #8: Provide incentive funding for innovative programs such as:

- programs of successful articulation between secondary and postsecondary levels, including secondary and community college articulation programs which produce technician-level graduates;
- programs that increase both the academic and vocational skill proficiences of students according to state-established standards and criteria;
- programs that coordinate funding, education, training with multiple public and private agencies and entities, particularly those that support successful outreach, school-to-work transition, and job placement models;
- exchange programs between vocational personnel and business, industry, and labor to enhance instructional relevance; and
- recruitment and training efforts to bring underrepresented populations into vocational education teaching and administration.

Specifically, a new authorization should be added to the Perkins Act to provide funds for competitive incentive grants to states that have established programs, such as those described above, which have demonstrated substantial success in assisting major reform efforts. Special consideration should be given those programs that serve large numbers or percentages of special populations, as well as programs involving coordination and collaboration among public and private agencies and entities, particularly at the secondary and postsecondary levels.

Recommendation #9: Assess the quality of vocational technical education programs at the state level on the basis of their compatibility with overall educational reform efforts and their capacity to respond to technological change and innovation.

The Perkins Act requires states to assess the quality of programs in terms of their:

1) pertinence to the workplace;
2) responsiveness to current and projected occupational needs;
3) capacity to facilitate entry into vocational education and ease the school-to-work and secondary- to-postsecondary transition;
4) technological and educational quality;
5) capacity to meet general occupational and academic needs of students.

The Act should specify that assessment of the technological and educational quality of vocational curricula, equipment, and instructional material should include compatibility of the program with educa-

tional reform efforts and capacity to enable graduates to succeed in jobs requiring high skill levels. States should adopt objective criteria and standards of quality and effectiveness.

Recommendation #10: Examine the role of vocational technical education nationally in advancing educational reform, responding to the demands of new and emerging technologies, as well as addressing the needs of employers and workers to train and upgrade skills in alternative settings.

The statutory requirements describing the major areas for national research should be expanded to include research, assessment, and evaluation of the role of vocational technical education in furthering major reform efforts and advancing technological change and innovation. Provisions should be added to promote development of innovative and effective models for increasing flexibility in the delivery of VTE services and promoting accessibility through the use of alternative settings, such as community-based organizations, worksites, and other non-traditional facilities.

Recommendation #11: Encourage and require national and state level coordination of VTE with other programs through provisions that:

- promote the development of effective business/school partnerships to assist in the development of model curricula, to identify standards for basic and skill competencies, to expand opportunities for work-related job experiences, to improve the quality of the teaching staff, to name a few;

- mandate collaboration with other federal, state, and local agencies such as Health and Human Services, Labor, Defense and Youth Services to enhance and support the activities of each to prepare and maintain the workforce;

- encourage articulation between secondary and postsecondary institutions and among schools, job-training programs and worksites to maximize existing resources and provide for maximum attainment of worker and industry goals; and

- facilitate linkages with community-based organizations and other programs of welfare reform, job training, counseling, equity, and literacy, to name a few; and, to the extent practicable, encourage the coordination of vocational technical models with programs addressing state and community problems such as poor housing and maintenance, needs of the elderly, and child care and parent education needs of matriculating and working adults.

Provisions should be added to require the Assistant Secretary of Vocational Education to consult with appropriate officials at the Departments of Health and Human Services (HHS), Defense, Labor and other relevant agencies on coordination of federal programs and implementation of the Perkins Act. States should be required to include in their state plans specific assurances of interagency collaboration and coordination of VTE with other federal and state education, training, health and social service programs. States should be permitted to operate programs with funds from multiple funding sources, such as JTPA, the Adult Education Act, etc.

These recommendations are made on the basis of reviews of current vocational education programs and the context of economic changes and needs described in the next section.

CONTEXT FOR THE RECOMMENDATIONS

1. The Vocational Technical Education System

Vocational technical education is offered by more than 33,500 public and private institutions throughout the United States. (Within the latter group, the vast majority are proprietary schools.) In public secondary schools, it is provided by 10,851 general high schools offering fewer than six vocational education programs; 487 comprehensive high schools; 225 vocational high schools; and 1,395 area vocational centers, which serve students in a school system or region and provide vocational instruction for part of the day.

In public postsecondary schools, it is provided by 504 postsecondary area vocational schools, which do not grant degrees; 720 community colleges; 162 technical institutions, which grant degrees and offer primarily vocational technical instruction; 308 specialized schools which offer instruction in one occupational area; 185 four-year institutions; and 70 skills centers which provide programs for economically disadvantaged students.

In addition, VTE is offered in approximately 7,400 proprietary schools over 6,800 of which are postsecondary.

In 1982, almost 16 million students were enrolled in public vocational education programs, and more than one million students were enrolled in proprietary schools as of 1986. Sixty percent of those enrolled in public institutions were at the secondary level and 40 percent were at the postsecondary level. A substantial majority of students enrolled in proprietary schools were at the postsecondary level. [1]

Public vocational education institutions are supported by federal, state and local funds. In 1984, state and local expenditures for VTE at these institutions totaled $8.4 billion.

As described below, total federal expenditures for VTE, both public and proprietary, were more than $4 billion annually based on data available from a variety of sources for the years 1985, 1987 or 1988. The programs or statutes through which these funds are provided include the Perkins Act, the Job Training Partnership Act (JTPA), the student financial aid title of the Higher Education Act, the Adult Education Act, the Rehabilitation Act, the Women's Educational Equity Act, the Stewart B. McKinney Homeless Assistance Act, the Dropout Demonstration Act, veterans education benefits programs, and the Department of Defense tuition assistance program for military personnel. In some cases, information about funds used specifically for VTE under each statute or program are identified; in others these data are not available. A summary of funding from each source follows.

Appropriations for the Perkins Act, were $888.2 million in 1988. While these funds represent a relatively small proportion of total VTE federal expenditures, they have a substantial impact because of the Act's dual purposes of ensuring that special-need populations have complete access to VTE and improving the quality of vocational technical programs.

Proprietary schools are not eligible to receive Perkins Act funds. However, accredited proprietary schools, and students attending such schools (of which there are approximately 2,400), are eligible to participate in programs supported by the other statutes. These funds flow to institutions through students and are not intended to effectuate programmatic change, or are provided through programs that are not aimed primarily at VTE.

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[1] *With the exception of proprietary school enrollment data, this information is adopted from the American Vocational Association's Fact Sheet, undated. Proprietary school enrollment data were obtained from the National Center for Education Statistics' Integrated Postsecondary Education Data System, Fall 1986 Survey.*

Under Title II A of JTPA, 610 Service Delivery Areas (SDAs), throughout the United States receive funds for job training. SDAs expend those funds through contracts with various training providers. In 1985, approximately $206 million was contracted to public vocational institutions. This resulted in the training of approximately 192,000 clients at vocational institutions which represented 21 percent of the total clients served under this title.[2] While proprietary schools also provide a significant amount of training under this title, specific information about their participation is not available.

By far the greatest amount of federal support for VTE is derived from student financial aid programs (grants, loans and work-study). In 1986, $2.2 billion was awarded to 584,000 students who were enrolled in proprietary school programs of two years' duration or less, and other postsecondary institution programs by less than two years' duration. Ninety-one percent of these funds (approximately $2 billion) were awarded to students who attended proprietary schools. However, an additional $2.8 billion was awarded to 1.3 million students enrolled in public and private non-profit two-year programs. Eighty-seven percent (approximately $2.4 billion) of these funds were used in public institutions. Although the proportion of these students who were enrolled in vocational technical programs is not known, it is fair to conclude that this proportion was significant.[3]

The Veterans Administration (VA) provides educational benefits under various statutes to veterans, their dependents, reservists and active duty personnel. In 1987, the VA paid approximately $193 million to 79,481 individuals for vocational technical training. These individuals attended proprietary and public institutions. Information by type of institution is not available.[4]

The Department of Defense gives tuition assistance to active duty military personnel. In 1987, it expended approximately $68 million for approximately 1.2 million courses. Some of these were in VTE, but no breakdown of these data is available.[5]

Information about the Adult Education Act, the Rehabilitation Act, the Women's Educational Equity Act, the Homeless Assistance Act, the Dropout Demonstration Act, as well as additional information about the above-listed statutes and programs is contained in the last section of this paper.

2. The Economy of the Future

The backdrop for considering reauthorization must be an examination of the economy of the future to ascertain the types of skills and abilities that will be needed for employment and to identify what the United States must do to develop a competitive workforce. The following summary is excerpted from *Workforce 2000 - Work and Workers for the Twenty-first Century* (William B. Johnston and Arnold E. Packer, Hudson Institute, June 1987).

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[2] *Vocational Education - Job Training Act Coordination, Second Annual Report* (The National Center for Research in Vocational Education, The Ohio State University, 1988.)

[3] *Undergraduate Financing of Postsecondary Education, A Report of the 1987 National Postsecondary Student Aid Study,* (U.S. Department of Education, Office of Educational Research and Improvement, June 1988.)

[4] These unpublished data were provided by Robert Ketels, Chief Education Central Office Operations, Vocational Rehabilitation Service, Veterans Administration.

[5] *Voluntary Education Fact Sheet, FY 1987* (Education Policy Directorate, Office of the Secretary of Defense.)

Four key trends will shape the last years of the twentieth century:

- The American economy should grow at a relatively healthy pace.

- Despite its international comeback, U.S. manufacturing will be a much smaller share of the economy in the year 2000 than it is today. Service industries will create most of the new jobs and most of the new wealth over the next 13 years. The typical workplace in the future will have fewer people, and the average workweek will become shorter with more people employed part-time.

- The workforce will grow slowly, becoming older, more female, and more comprised of the "disadvantaged." Fifteen percent of the new entrants to the labor force over the next 13 years will be native white males, compared to their 47 percent of new entrants today. The low growth rate of the workforce will tend to slow the nation's economic expansion and will shift the economy more toward income-sensitive products and services (e.g., luxury goods and convenience services). It may also tighten labor markets and force the use of more capital-intensive production systems.

- The new jobs in service industries will demand much higher skill levels than the jobs of today. Very few jobs will be created for those who cannot read, follow directions, and use mathematics. The demographic trends in the workforce, coupled with the higher skill requirements of the economy, will lead to both higher and lower unemployment: more joblessness among the least-skilled and less among the most educationally advantaged. Wages may become less equally distributed, since service jobs tend to have more high and low earners, and fewer in the middle.

If the United States is to continue to prosper, policymakers must find ways to:

- **Stimulate balanced world growth:** U.S. prosperity between now and the end of the century will depend primarily on how fast the world economy grows, on the U.S. share of the economy; and on how rapidly domestic productivity increases.

- **Accelerate productivity increases in service industries:** Prosperity will depend much more on how fast output per worker increases in health care, education, retailing, government, and other services than on gains in manufacturing. Economic growth may be harder to achieve, because productivity gains are lower in most service industries.

- **Maintain the dynamism of an aging workforce:** As the average age of American workers climbs toward 40, the nation must insure that its workforce and its institutions increase their adaptability and willingness to learn. While an older workforce will be more experienced, stable and reliable, older workers are less likely to move, to change occupations, or to undertake retraining than younger ones. The current circumstance tends to inhibit workers from changing jobs and discourages companies from hiring older workers.

- **Reconcile the conflicting needs of women, work, and families:** Three-fifths of all women will be at work in the year 2000. Yet most current policies and institutions covering pay, fringe benefits, time away from work, pensions, welfare, and other issues were designed for a society in which men worked and women stayed home. In response to the increasing numbers of women in the workforce, the convenience industries will boom, with "instant" products and "delivered-to-the-door" service becoming common throughout the economy. Demands for day care and for more time off from work for pregnancy leave and child-rearing duties will certainly increase, as will interest in part-time, flexible, and stay-at-home jobs. Thorough reforms of the institutions and policies that govern the workplace are needed to insure that women can participate fully in the economy, and that men and women have the time and resources needed for their children.

- **Integrate black and hispanic workers fully into the economy:** The shrinking numbers of young adults, the rapid pace of industrial change, and the ever rising skill requirements of the emerging economy make the task of fully using minority workers particularly urgent between now and the year 2000. Minorities will make up 29 percent of the new entrants into the labor force between now the year 2000, twice their current share of the workforce. Both cultural changes and education and training investments will be needed to create real equal employment opportunity.

- **Improve the educational preparation of all workers:** As the economy grows more complex and more dependent on human capital, the standards set by the American education system must be met and in some cases raised for both pre-service and in-service preparation.

In addition to the influx of women and minorities into the workforce, the proportion of immigrants in the workforce will increase dramatically. Non-whites, women, and immigrants will make up more than five-sixths of the net additions to the workforce between now and the year 2000, though they make up about half of it today.

Based on their representation in the workforce by job category, young whites may find their job prospects improving. However, the job market will be particularly difficult for black men and Hispanics. Black men will represent a rising share of entrants into the labor force, but will hold a declining fraction of all jobs if they only retain their existing share of various occupations. Black women, on the other hand, will hold a rising fraction of all jobs, but this increase will be less than needed to offset their growing numbers in the workforce.

Juxtaposed with these changes in the composition of the workforce will be rapid changes in the nature of the job market. The fastest growing jobs will be in professional, technical and sales fields requiring the highest education and skill levels. Of the fastest growing job categories all but one—service occupations— require more than the median level of educaton for all jobs.

As the economies of the developed nations move further into the post industrial era, human capital plays an ever more important role in their progress. As society becomes more complex, the amount of educaton and knowledge needed to make a productive contribution to the economy becomes greater. Between now and the year 2000, for the first time in history a majority of all new jobs will require postsecondary education.

CCSSO believes that education and training are the primary systems by which the human capital of a nation is preserved and increased. If the economy is to grow rapidly and American companies are to maintain or reassert their world leadership, the educational standards that have been established in the nation's schools must be met and in some cases raised. Students must go to school longer, study more, and pass more difficult tests covering more advanced subject matter.

3. Non-College Youth In America

As described in the previous section of this paper, the future of the United States economy depends to a large extent on the quality of our "human capital."

Approximately one-half of the Nation's youth does not pursue an undergraduate education. *The Forgotten Half: Non-College Youth in America* (Youth and America's Future: The William T. Grant Foundation Commission on Work, Family and Citizenship, January 1988), examines society's view of this segment of our youth, provides information on its status, and makes recommendations on better schooling and opportunities for bridging the gap from school to work. Except where otherwise noted, the information presented below is excerpted from the above-cited publication.

Americans have focused their attention on college bound youth. Taxpayers, private donors, and parents are willing to pay their share of the more than $10,000 per year cost of sending a student to college. But for non-college bound youth, no such spirit spurs an equal investment in their future. For the most part, these people are left to make it on their own.

Most Americans are familiar with media images painting a picture of a troubled younger generation beset by drugs, crime, and teenage pregnancies. Such images suggest a generation on the skids, one which will not live up to the standards of the generations that have gone before.

This portrait of a "troubled and irresponsible" younger generation is largely mistaken. Many of these non-college young people are making it—by working in one or more jobs, by living at home with their parents, by delaying marriage and family, and by searching for extra training that can advance their careers.

More students are staying in school longer, earning both high school diplomas and college degrees. Fewer are dropping out before earning their diplomas. More are employed, albeit in part-time jobs. Fewer young girls are becoming parents prematurely. Drug abuse, while still distressingly frequent, is less common than it was in the late 1970s. Crime and homocides are down somewhat from the highs of the past decade.

The common portrait of deeply troubled youth is not only misleading, but harmful in itself. The record should be corrected—out of a sense of fairness as well as accuracy. Those young people desperately need a chance to get started in responsible careers. Instead, they are frequently saddled with an image of being uninterested or unwilling to assume responsible adulthood. Complaining about the state of our youth is all too common; a genuine commitment to aiding non-college youth is rare.

Non-college youth are finding it increasingly difficult to swim against the economic tide. Recent data tell part of the tale:

- In 1986, young males age 20-24 who had high school diplomas and had jobs earned 28 percent less in constant dollars than the comparable group of youth in 1973. The income drop was 24 percent for whites and 44 percent for Blacks.

- High school dropouts suffered an even larger income decline. Those 20-24 years old earned 42 percent less in 1986 in constant dollars than the same group in 1973.

- More of these young people also report no earnings. In 1984, 12 percent of all 20-24 year-old males said they had no earnings, up from 7.3 percent in 1973.

- Less than half of these young men, when employed, earn enough to support a family of three above the poverty level. In 1985, 43.7 percent of all young males had incomes high enough to support a three-person family above the poverty level. This represents a decline from about 60 percent in 1973.

- More young people are working in part-time rather than full-time jobs. The percentage of young male graduates under age 20 who were not in college and working full-time fell from 73 percent in 1968 to 49 percent in 1986. Similarly, the percentage of young females who were not in college and working full-time fell from 57 percent in 1968 to 42 percent in1986.

- Of the 3.1 million family households headed by youth under age 25 in 1985, 30 percent had incomes below the poverty level, nearly double the rate of the early 1970s.

In summary, most youth who do not enroll in higher education experience an extended floundering period in the secondary labor market before beginning a real career. This pattern results primarily from the actions of employers, from adult attitudes and expectations, and from the health of the local labor market, rather than inherent characteristics of youth. This pattern is damaging to both youth and society.

CCSSO believes that these youth can be helped. While focusing on non-college youth, some of the conclusions and recommendations below apply to the needs of all young Americans.

We view with optimism the "school reform" movement because it has given renewed public attention to education's vital role in our nation's future. But we are concerned about specific aspects of this movement, e.g. uniformity in the curriculum and the suggestion often made that a college education is not just the best, but the only way to succeed in America.

Research has concluded that different students learn best in different ways. Some who do not absorb much from books and lectures do splendidly when they get a chance to work at their own pace or to learn through experience in "hands on" kinds of activities. The education system rewards students who learn well through the conventional means of paper-and-pencil tasks, but it should not penalize young people who learn in other ways. Schools need to offer varied learning experiences that take advantage of the abilities of these students, not ignore them because they do not fit "the proper mold."

Howard Gardner has written extensively in support of this theme in *Frames of Mind, The Theory of Multiple Intelligences* (Basic Books, 1983). He believes that, "it should be possible to identify an individual's intellectual profile (or proclivities) at an early age and then draw upon this knowledge to enhance that person's educational opportunities and options." (page 10) Gardner supports learning on-site where an activity is occurring, e.g. laboratories and shops, as well as in schools. In general, he concludes that for learning to occur there must be proper motivation, a state conducive to learning, a set of values that favor a particular kind of learning and a supporting cultural context.

Thus, not only must students' basic skills be improved but the range of their learning opportunities must be expanded.

If the gaps among schools, voluntary agencies, and employers are to be effectively bridged and networks created that will better prepare young people to find jobs, community leaders and business interests must assume greater roles in the school-to-work transition. The challenge at hand is not the creation of new programs, but the wider, more coordinated implementation of the many successful practices that already exist in schools and communities throughout the country.

The Forgotten Half identifies programs, some specific and some general, that it endorses. These programs may be supported by federal, state and/or private resources and are listed by category chronologically:

A. A Better First Chance: Improved Schooling

Programs in this category begin at birth and include:

- Women, Infants and Children Feeding Program
- Head Start
- Chapter 1 of the Education Consolidation and Improvement Act

The Grant Foundation Commission recommends additional funding for Head Start so that all eligible children will be served. It also recommends additional funding for Chapter 1 to extend compensatory services to the middle and high school levels.

B. Bridging the Gap from School to Work

As the title indicates, programs in this category are intended to establish linkages between school and work for non-college youth. They include:

- Cooperative Education
- Internship
- Apprenticeship
- Pre-Employment Training
- Youth-Operated Enterprises
- Individual Voluntary Service
- Youth-Guided Services
- Guaranteed Postsecondary and Continuing Education
- Guaranteed Jobs
- Guaranteed Training
- Career Information Centers
- Parents as Career Educators
- Improved Counseling and Career Orientation
- Community Mentors and Community-Based Organizations

The Boston Compact is named as probably the best example of how these school-to-work programs have been applied. For a description of the Boston Compact see, *A Public/Private Careers Service: Building A Network of Opportunity for the Majority of Our Young People* (a paper by William J. Spring prepared for presentation to the Council of Chief State School Officers, August 1987.)

In general, those programs motivate students to do well in school because they can see the connection between what they are learning and their future success at work.

With respect to vocational education at the secondary level, CCSSO believes that it should perform two distinct but compatible functions. First, it should be better integrated with the academic curriculum to provide students with alternative means of acquiring the basic skills and knowledge they need for both work and active citizenship. Second, it should provide relevant occupational-specific training for those students who are preparing to enter the workforce upon high school graduation.

C. An Added Chance

Programs in this category are directed towards out-of-school youth who lack a diploma. They include:

- Incorporating intensive academic skills training in all employment training programs where they are not currently offered
- The Job Corps
- State and Local Youth Corps
- Non-residential Pre-employment Training
- The Job Training Partnership Act
- The Armed Forces

The Grant Foundation Commission recommends that the Job Corps and the Job Training Partnership Act be expanded and strengthened. It calls for increased emphasis on basic skills remediation in all JTPA-funded training activities. It also recommends that all members of the Armed Forces be encouraged and assisted to complete high school prior to discharge.

D. Equal Access to Lifelong Learning

Programs in this category include:

- Individual Training Accounts
- Education and Training as an Employee Benefit
- Community or National Service

- Individual Entitlements
- Enrollment Subsidies
- Expanded College Work Study Programs

Unlike the programs in the preceding categories, many of these programs either are not in existence or currently are directed to adults who have some college training. The Commission calls for action to achieve an equitable system of lifelong learning for all our citizens.

4. Vocational Education and the Perkins Act

In this section of the paper, we note the existing statutory definition of vocational education, describe the students who take it, identify trends in vocational education enrollments and the accompanying responses, and provide information about implementation of the Perkins Act provisions to enhance the vocational education of disadvantaged students and women.

The information in Parts B through D of this section is excerpted from the *First Interim Report from the National Assessment of Vocational Education* (United States Department of Education, January 1988.)[6] Section 403(a) of the Perkins Act directed the Department of Education to conduct a national assessment of vocational education assisted under the Act and report to Congress the preliminary results of the assessment in January and July of 1988. A final report must be submitted by January 1, 1989.

The information in Part E is excerpted from *Working Toward Equity, A Report on Implementation of the Sex Equity Provisions of the Carl D. Perkins Vocational Education Act* (National Coalition for Women and Girls in Education Vocational Education Task Force, April 1988.)

A. The Statutory Definition of Vocational Education

The Perkins Act defines vocational education to be:

> ...organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, in such fields as agriculture, business occupations, home economics, health occupations, technical and emerging occupations, modern industrial and agricultural arts, and trades and industrial occupations, or for additional preparation for a career in those fields, and in other occupations requiring other than a baccalaureate or advanced degree. (Section 400.4 P.L. 98-524)

Our Council believes this definition is outdated and has developed an alternative which is presented as Recommendation 1.

B. Who Takes Vocational Education

The Perkins Act definition seems to suggest a rather discrete population of individuals who would be classified as "vocational education students." However, the First Interim Report paints a different picture—one which differs sharply from the traditional portrait. Based on an analysis of high school transcripts for a nationally representative sample of approximately 9,000 high school graduates collected as part of the High School and Beyond Survey, the National Assessment of Vocational Education (NAVE) finds:

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[6] Subsequent reports will address the access of women, the handicapped and persons with limited proficiency in English - to vocational education and how well federal policy is serving the needs of these special population groups with respect to vocational education; the status of vocational education in secondary schools and the status of postsecondary vocational education. This information should be quite useful in understanding the condition of vocational education and determining appropriate changes to the Perkins Act.

Nearly all students take some vocational education before graduation from high school. Transcript data show that over 97 percent of all high school seniors who graduated in 1982 took at least one vocational course in their four years of study. Participation ranged from as little as a half credit to eight credits or more, with an average of 4 1/2 credits. Twenty-four percent of these students completed between .5 and 2 vocational credits, 48 percent completed between 3 and 6 credits and 25 percent completed 7 or more credits. In short, enrollment in vocational education among students is entirely a matter of degree, not an either-or proposition. Information presented in this and the following paragraphs suggests to the Task Force that significant proportions of students take vocational education courses as part of academic programs as well as to prepare for specific occupations.

Traditional methods of classifying students according to academic, general, or vocational tracks in the high school are highly inaccurate for predicting who takes vocational education and the amounts of vocational coursework they actually take. It is more accurate and informative to distinguish among students by their enrollment in vocational education and their plans after high school—their expectations for work and postsecondary education.

The data show that secondary vocational education attracts high- and low-ability, and college- and work-bound youth. Although vocational education is often viewed as a program for nonacademic students, the data indicate that college- bound students accounted for almost half of all vocational enrollments.

Using the criterion that a program completion is defined by more than 3 vocational credits in a single, primary specific labor market subject, 39 percent of persons with no postsecondary plans and 38.4 percent of persons with postsecondary vocational/technical education plans took enough primary, specific coursework to qualify as completing a program. The statistics for persons with plans for some college work, baccalaureate plans, and graduate or professional plans were 22.2, 9.5, and 8.1 percent respectively.

Overall, enrollments in vocational education were similar for both sexes and all racial groups other than Asians. Asians generally exhibited a very low rate of participation.

Moreover, the average mix of vocational enrollments by number of credits and types of courses taken was quite similar across racial groups. (However, this does not address the quality and range of course offerings available by race, resulting from school segregation.) Family income was negatively associated with enrollment in vocational education, but student-reported family income data is inaccurate.

In sharp contrast to the widespread similarity in vocational enrollments among different racial groups, there are great dissimilarities in vocational enrollments by sex.

Males predominated in introductory industrial, agricultural, and all trade and industrial subjects, and females predominated in consumer and homemaking education, business support, health, and occupational home economics. Areas that were relatively sex-integrated are typing I, career exploration, general labor market skills, business management, marketing, and technical communications. These patterns broadly reflect the substantial sex segregation that exists in the labor market.

C. Trends in Vocational Education Enrollments and Accompanying Changes

There is a decline in the number of students participating in vocational education classes at the secondary level. This decline is substantial and may exceed overall enrollment declines. Studies in New York and California show that declines in vocational education enrollments significantly exceeded overall enrollment declines. The declines were concentrated in area vocational education schools and smaller school districts. Enrollments in the largest districts in New York increased.

Possible reasons for enrollment declines in vocational education include: certain academic reforms, with increased graduation requirements in mathematics, science and other subjects; student shifts to

vocational subjects at the postsecondary level; and student recognition that foundation skills in communication and computers may be the key skills they need for future employment. Also, area vocational schools have suffered from the competition among schools created by the overall decline in secondary enrollments.

Responses to declining vocational education enrollments are resulting in rethinking the organization and content of programs. These changes include:

- Gaining academic credit for vocational offerings—increasing and documenting the academic content of vocational courses
- Requiring vocational education
- Decreasing the course hours or unit requirements for state approval of vocational offerings
- Adding vocational programs of shorter duration
- Increasing the links between secondary and postsecondary offerings, e.g., college credit for courses given in secondary schools, eliminating duplication of course offerings
- Seeking new students, e.g. adults, and special education students

D. Implementation of Perkins Act Provisions to Enhance the Vocational Education of Disadvantaged Students

The Perkins Act defines "disadvantaged" individuals to include those, other than handicapped individuals, "....who have economic or academic disadvantages and who require special services and assistance in order to enable them to succeed in vocational education programs." (Sec. 400.4 P.L. 98-524) The Act mandates a federally specified intrastate formula to assure that the 22 percent of the basic grant funds set aside for the disadvantaged flow to the districts and institutions with the highest numbers of disadvantaged. (The set-aside for disadvantaged individuals along with funds designated for other target groups, e.g. individuals with handicaps and single parents or homemakers, totals 57 percent of basic grant funds. The remaining 43 percent is designated for vocational education program improvement, innovation and expansion.) The Act also includes a requirement that districts receiving federal funds provide certain services to all eligible disadvantaged students, not solely those students supported with federal funds. Further, the Act specifies that federal funds can be used to support only the additional costs of services for the disadvantaged, regardless of the setting. However, local officials have considerable discretion to decide how to provide services and which students receive funds under the Act.

There is little information available about the unique problems faced by disadvantaged students in vocational education. In a majority of communities examined so far, separate vocational classes have not been established for disadvantaged students who are in need of additional assistance and are supported in part by the Act. At the secondary level disadvantaged set-aside funds appear to be spent primarily for supplementary services of two types: ancillary services (e.g. guidance and counseling, career development, assessments and transition support) and remedial instruction in basic skills. At the postsecondary level, emphasis is largely on basic skills remediation.

Set-aside funds are generally used to provide services to persons who are academically (as opposed to economically) disadvantaged. At the secondary level, many administrators have some difficulty understanding how economic disadvantage without academic difficulties should qualify students for services. At the postsecondary level, the emphasis remains on academic disadvantage, although some institutions do provide economic assistance.

Secondary school districts in at least two of the larger cities visited to date by NAVE have had difficulty in spending funds to which they were entitled under the set-aside for the disadvantaged. In the first

year or two of the Act, both districts returned a considerable portion of their allocation to the state because of difficulties in meeting the matching provisions for excess costs. However, over time school districts have accommodated to matching requirements and the match of excess-cost provision has generated additional revenues and programs for the disadvantaged.

E. Implementation of Perkins Act Provisions To Enhance the Vocational Education of Women and Girls

The Perkins Act contains three provisions designed to provide improved vocational education services to women and girls:

- **State Sex Equity Coordinator**

  Title I B specifies that a person in each state is responsible for ensuring sex equity throughout the state vocational education system. The law prescribes that this person, who is generally referred to as the sex equity coordinator, shall work full time in the sex equity function, with control over the two program areas described below: the single parent and homemaker program and the sex equity program. It further stipulates that the sex equity coordinator shall "assist the state board to fulfill the purposes of this Act" by "administering the program of vocational education for single parents and homemakers...and the sex equity program..."

- **Single Parent and Homemaker Program**

  Title II A authorizes 8.5 percent of the basic grant funds to be used to provide, subsidize or pay for vocational education programs to furnish single parents and homemakers with marketable skills (including basic literacy instruction); expand services to increase eligible recipients (agencies) who have the capacity to provide single parents and homemakers with marketable skills; make grants to community-based organizations (CBOs) to provide vocational education services to single parents and homemakers, if the community-based organization has met certain conditions; provide for child care, transportation services, alternative program scheduling or other support services to increase access by single parents and homemakers to vocational education programs; or inform single parents and homemakers of available vocational education programs and support services.

- **Sex Equity Program**

  Title II A also authorizes 3.5 percent of the basic grant funds to be used to eliminate sex bias and stereotyping and to incease sex equity in the vocational education system. These funds may be used for eliminating sex bias and stereotyping in secondary and post secondary vocational education; funding vocational education programs for girls and women aged 14 through 25 to ensure economic self-sufficiency; or providing support services including dependent care and transportation.

In *Working Toward Equity*, the National Coalition for Women and Girls in Education - Vocational Education Task Force describes the results of a survey of the implementation of these three provisions of the Perkins Act in 16 states. Information was collected from various sources including representatives of community colleges, secondary schools, CBOs, women's advocacy groups, sex equity coordinators and state officials.

In general, the survey revealed that states have been interpreting these sections of the law quite differently. It identified both effective programs and problemmatic practices in administering each of the three provisions.

The greatest concern pertains to the authority of sex equity coordinators. In many instances, the Coalition found that it is often limited, constrained or circumvented. Specifically, there are several states in which the sex equity coordinator has little or no administrative authority or responsibility for the single parent and homemakers program or the sex equity program.

On the other hand, many innovative and effective programs were identified. Interagency coordination in several states has resulted in comprehensive services, including vocational education for teenage parents and displaced homemakers. Some states have shown leadership in providing support services (e.g. child care and transportation) which are critical to many women's successful participation in VTE programs. Affirmative efforts to encourage women to enter nontraditional training programs were found in a few states, as were special programs to meet the needs of pregnant and parenting teens (e.g. counseling, on-site child care and life training skills.) Also, CBOs were used to provide comprehensive education, employment and training services to economically disadvantaged women in a few instances. However, several administrative impediments to using CBOs were identified.

This limited information along with the preliminary data in section B suggest to CCSSO that, while some progress has been made in increasing access for women to occupations, much more needs to be done to eliminate sex stereotyping and to achieve sex equity in all facets of vocational and technical training. In general, this includes expanded programs and better coordination of existing efforts to provide training and placement for women in nontraditional high wage occupations, accompanied by supporting services, such as day care and transportation.

FEDERAL STATUTES WITH PURPOSES RELATED TO THOSE OF THE PERKINS ACT

The principal purposes of the Perkins Act are to:

- Serve special-need populations by providing improved access, more services, and better-quality services for persons with special needs, including the handicapped, the disadvantaged, adults needing training or retraining, men and women entering nontraditional occupations, single parents or homemakers, individuals with limited English proficiency, and inmates in correctional institutions.

- Improve the quality of vocational education by assisting the states to expand, improve, modernize and develop quality vocational education programs.

- Contribute to economic development by improving the quality of the workforce, raising productivity, and promoting economic growth, especially in economically depressed and high unemployment areas.

(Quoted from Appendix, *First Interim Report*)

Clearly, many other federal statutes support these objectives. The major programs serving special-need populations include Chapter 1—Compensatory Education for the Disadvantaged, Bilingual Education and Education for the Handicapped. Though objectives related to education for employment are not expressly written within the purposes, definitions, and application guidelines of these statutes, such services are not excluded and are in fact often provided to these populations under their auspices.

Part C of Chapter 1-Secondary School Programs more explicitly provides general authority for pre-employment training and transition-to-work activities, as well as coordination with the Perkins Act, adult education and programs under JTPA (see below). Though authorized, Part C—like all programs in Chapter 1 for secondary students—has not been appropriated monies.

Support for vocational-technical education in higher education is available through the major programs of student assistance. Title IV of the Higher Education Act provides monies for grants to the neediest post-secondary students in the Pell and Supplemental Educational Opportunity Grant Programs. Loans for postsecondary students are available through the Perkins and Guaranteed Student Loan Programs.

Additional student assistance is provided through the State Student Incentive Grant Program (SSIG), College Work-Study and an Income Contingent Direct Loan Demonstration Program. All of these forms of assistance are available to postsecondary students enrolled in vocational-technical education programs at junior and community colleges, or proprietary schools.

Peripheral, but significant to the vocational-technical education system, is the education and training infrastructure developed and maintained by the branches of government. The U.S. Department of Defense (DOD) operates the largest of these and is the most germane due to the large number of DOD personnel who reenter the civilian job market based on the education and training received while in military service. The Department defines individual training and education as formal courses conducted by organizations whose predominant mission is training. (This should be differentiated from training activities conducted by operational units incidental to primary combat functions. Such training is not included in DOD estimates of personnel trained and costs of services.)

The DOD breaks its education and training activities into five categories: recruit training, one-station unit training, officer acquisition training, specialized skill training, flight training, and professional development education. Specialized skill training is that needed to prepare military personnel for specific jobs. Fifty-

eight percent of active force training falls in this category. DOD estimates it serves 249,168 personnel through services in the five categories, with a cost of $17 billion in Fiscal Year 1988.

The following statutes do have purposes expressly written that relate directly to vocational education. All except the first two are administered by the U.S. Department of Education.

THE JOB TRAINING PARTNERSHIP ACT. The Job Training Partnership Act (JTPA) is the largest and most clearly applicable. Its purpose is to establish programs to prepare youth and unskilled adults for entry into the labor force. Fiscal Year 1988 appropriations for the total Act were $3.747 billion. Because the state plan under JTPA is coordinated by the governor, and services are provided by a number of sources within a designated Service Delivery Area (SDA), the involvement of public education differs from other direct education programs. The governor is authorized, however, to provide assistance to state and local education agencies to facilitate coordination of education and training services. Eight percent of the state monies are set aside for direct education services.

Title II-A, the largest program within the Act, provides block grant monies to states for employment-related services to disadvantaged youth and adults. FY 1988 appropriations for this portion of the statute were $1.8 billion. Uses of these funds include a broad range of education and training services from remedial education, basic skills training and job counseling to customized training conducted with a commitment by an employer to employ the individual upon completion of training.

Other authorizations within JTPA include Title II-B Summer Youth Employment and Training Programs, administered by the SDAs and serving economically disadvantaged youth. Title II-B was appropriated $718.1 million in FY 1988. Title III provides Employment and Training Assistance for Dislocated Workers (e.g. terminated or laid-off employees, and long-term unemployed.) Authorized activities include job search assistance, training in high demand job skills, pre-layoff assistance, and relocation assistance. Appropriations for Title III in FY 1988 were $287.2 million. Title IV of JTPA authorizes national employment and training activities under the direction of the U.S. Department of Labor. The largest of these national programs is Job Corps, which serves the extremely disadvantaged in residential centers throughout the country. Job Corps was appropriated $716.1 million in FY 1988.

Total participation for all JTPA programs in 1987 was roughly 2,500,000.

THE STEWART B. McKINNEY ACT. Title VII-Subtitle C of the Stewart B. McKinney Homeless Assistance Act gives general authority to the Secretary of Labor to provide demonstration grants for services to homeless children and adults in basic skills and literacy instruction, remedial education, job search and counseling services, or any activity described in the activities authorized in section 204 of JTPA. FY 1988 appropriations for the Act were $4.79 million.

THE ADULT EDUCATION ACT. The Adult Education Act's purposes include encouraging adult education programs that provide basic skills, job training and retraining programs enabling adults to obtain and retain productive employment. The Act services adults in need of pre-college education who are not enrolled in a regular secondary school. Ten percent of all funds must be spent by the states on education in correctional institutions, including vocational-technical education. Provisions in the Act provide for demonstration grants for education partnerships (private industry with education entities) to establish literacy skill training programs in workplaces. The Adult Education Act is authorized for FY 1989 at $200 million; appropriations for FY 1988 were $115 million.

THE REHABILITATION ACT. Section 110 of the Rehabilitation Act provides grants to states for vocational rehabilitation. State rehabilitation agencies receive funds to administer programs or contract with public and/or private agencies to assist eligible persons with disabilities to become gainfully employed. The range of services includes diagnostics and evaluation, training, job placement, post employment services, and transportation. FY 1988 appropriations were $1.379 billion. It is estimated the program serves close to a million disabled persons.

THE WOMEN'S EDUCATIONAL EQUITY ACT (WEEA). The Women's Educational Equity Act provides grants to SEAs, institutions of higher education (IHEs), and others to encourage (among other aspects of educational equity) activities to increase opportunities for adult women, including continuing education activities and programs for underemployed and unemployed women. Other provisions include expansion of educational activities for women in vocational and career education. Appropriations for Fiscal Year 1988 were $3.35 million.

THE DROPOUT DEMONSTRATION ACT. The Dropout Demonstration Act within P.L. 100-297 requires its programs for dropouts or students at risk of dropping out to coordinate with JTPA, vocational, basic and adult education in focusing on developing occupational competencies. Authorized activities include establishment or expansion of work-study, apprenticeship, internship, or summer employment programs; occupational training programs; career opportunity and skill counseling; and, job placment services. Appropriations for FY 1988 were $23.9 million.

FAMILY SUPPORT ACT of 1988. President Reagan, on October 13, 1988, signed P.L. 100-485, the Family Support Act of 1988. Primary among the changes made by the welfare reform law is the Job Opportunity and Basic Skills Program (JOBS) that requires states to establish a broad range of employment, education and training programs for AFDC recipients to help them avoid long term welfare dependency. The authorization requires state programs to include basic educational activities, job-skills training, job readiness activities, job development and job placement activities, and supportive services. The new law creates a capped entitlement for such activities of up to $600 million in FY 1989, increasing yearly to $1.3 billion in FY 1993. The law also requires state welfare agencies to consult with state education agencies. State plans must include how services are being provided by existing federal programs such as the Adult Education Act and the Perkins Vocational Education Act.

CCSSO TASK FORCE MEMBERS AND PROCEDURES

In late 1987, Council of Chief State School Officers (CCSSO) President Verne Duncan established a Task Force on Vocational Education Reauthorization to develop CCSSO's policy recommendations for reauthorization of the Carl D. Perkins Vocational Education Act. The Task Force charge was to propose recommendations for consideration by the Committee on Legislation and the full Council membership at the November 1988 Annual Meeting. A list of Task Force members is attached.

The Task Force met on four occasions--January 29, March 20, June 24, and September 13, 1988. During these meetings, the Task Force identified its concerns, priorities and perspectives on vocational education and the Perkins Act; received presentations about vocational education from key congressional staff and representatives of advocacy groups, the business community, organized labor and the American Vocational Association; adopted a context paper and mission statement for vocational technical education (VTE), particularly the appropriate federal role in supporting it; developed a new definition of VTE; and adopted specifications for a reauthorized vocational technical education act.

The January 1988 meeting of the Task Force included presentations by the American Vocational Association (AVA) on their process of developing reauthorization recommendations and key congressional staff from House and Senate authorizing and funding committees on the projected timing and process of the reauthorization. The staff spoke candidly about the reasons that voc ed funding has not been substantially increased in a number of years and that new initiatives, such as trade legislation, do not rely significally on voc ed for retraining workers and enhancing the nation's competitiveness.

After engaging in an informative and productive dialogue with the AVA representative and congressional aides, the Task Force identified key issues in the reauthorization. The group determined that a context paper should be developed to describe the economic, social, and demographic trends that should be addressed in the reauthorization; the status of the existing vocational technical education system; and how that system relates to other education and training programs. The draft paper was prepared by CCSSO staff and circulated for comment before the March meeting.

In March, representatives of child and women's advocacy groups, and labor organizations presented their views on the program and its reauthorization. Their presentations and ensuing dialogue with Task Force members provided positive advice on how voc ed might better serve persons with special needs and provide more adequate training for workers.

The Task Force decided that a pivotal issue in the reauthorization is identifying exactly what role voc ed should have in education and training for the 21st century, who should be served, and how should the quality of those services be assured and measured. The panel determined that issue should be addressed in an overall mission statement, i.e. based on the existing system as described in the context paper, what ought to be the goals and objectives of a quality vocational technical education system. CCSSO staff received further comment and direction from the Task Force on the context paper and in the weeks prior to the June meeting, continued to revise the paper and drafted and circulated the mission statement.

Representatives of the business community were invited to the June meeting to discuss how the current voc-tech system serves its needs for productive employees and what improvements business feels are needed. The Task Force continued its work and comment on the context paper and mission statement, as well as addressed the definitional issue. That is, as critical as identifying the role, or mission, of voc ed as part of the education and training system is the need to better define what vocational technical education really means.

CCSSO staff prepared and circulated revised drafts of the context paper and mission statement for the final meeting in September, as well as received additional suggestions on the definition of vocational technical education.

The September meeting was a well-attended working session at which the Task Force gave final consideration to the context paper and mission statement, and most importantly, adopted their recommendations for reauthorization. To formulate the recommendations, the Task Force used a side-by-side document prepared by Council staff listing the major missions the group had adopted; the specific provisions, if any, of the Carl D. Perkins Act related to each mission; and a series of recommendations, including where current law should be retained, and options for consideration by the Task Force. Recommendations were made where clear consensus had developed at previous meetings; a full range of options were listed on key issues where change was warranted, but the Task Force needed to determine the best way to achieve the stated mission.

A preliminary draft of the mission statement and recommendations was shared with the Federal Liaison Representatives (FLRs) at their Annual Meeting in San Francisco, California October 19-21. The next week, a draft of the Final Report of the Task Force was circulated to the Task Force for their review and comment before consideration by the CCSSO Legislative Committee on November 11.

In addition to this report, the Council will prepare a side-by-side chart which displays the way the report recommendations would be translated into legislative specifications. This will be made available to those preparing bills.

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